

CALIFORNIA SCHOOLS

Official Publication issued monthly by the
STATE DEPARTMENT OF EDUCATION

Entered as second-class matter May 8, 1930, at the Post Office at Sacramento,
California, under the Act of August 24, 1912.

VOLUME III

SEPTEMBER, 1932

NUMBER 9

CONTENTS

Directory of the State Department of Education
(Page 274)

Democracy, Government, and Education
(Page 275)

Departmental Communications
(Page 277)

Interpretations of School Law
(Page 290)

Announcements
(Page 295)

For Your Information
(Page 297)

Professional Literature
(Page 300)



CALIFORNIA STATE PRINTING OFFICE
HARRY HAMMOND, STATE PRINTER
SACRAMENTO, 1932

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Democracy, Government, and Education

by

VIERLING KERSEY, *Superintendent of Public Instruction*

The effects of the present abnormal, problematic, and puzzling period in which we find ourselves are not confined to one people or to any one function of society. They are world-wide and affect every phase of life. The three concepts indicated in the above title must be given serious consideration in a program of social reconstruction designed to achieve permanent values.

Let us begin with a brief definition of each of these concepts.

Democracy represents a social state based on principles of liberty and equality.

Government represents regulation of action by the exercise of authority.

Education represents physical, mental, social, moral, and spiritual growth and development through organized learning experiences based on life activities.

Democratic government is but one phase of a democratic society. The realization of complete democracy depends not only upon form of government but involves social and economic relationships. A system of free public education is one of the major characteristics of democracy. It is essential to the maintenance and progress of the democratic ideals of freedom and equality and basic to a democratic form of government. Recent educational developments which have taken place contribute materially to the progress of democracy in our modern civilization. Some of these major developments may be listed as follows:

1. Educational opportunities made available for all the children in the state
2. Diversification of educational offering to meet greater variations in individual needs
3. Extension of required length of school year
4. Extended social service and custodial aspects of educational service
5. Guidance and personal consultation
6. Advanced minimum common level of educational maturity made available for all children
7. Liberalization of course offerings
8. Development of programs of special, vocational, and cultural educational offerings in elementary and secondary schools
9. Acceptance of adult education responsibilities

The present period of economic distress has resulted in a critical attitude on the part of the public toward the values accruing to society from governmental enterprise. The values of certain aspects of educational programs have been subjected to questioning. This constitutes an immediate challenge to the educational profession. We must restore confidence, retain the democratic aspects of our educational programs, and have professional courage sufficient to profit by just constructive criticism. It is a paramount duty of education to adjust the school in order to meet the needs of modern society.

Those who finance our schools rightfully and properly expect that the public school level of educational maturity which their support provides for their children will guarantee:

1. Mastery of fundamentals—ability to read intelligibly, to write legibly, to speak coherently and correctly, to have power to use in everyday life relationships the fundamental processes of mathematics, composition, and the knowledge of geographic relationships, distances, and interpretations.
2. Social accomplishment indicating fitness to meet requirements of a social order which demands a developed personality, a sound character, and a point of view which gives safe guidance in the development of conclusions concerning questions of the day. The school training must fit its graduates to be cooperating individuals in a complex society bound together by common interests and relationships.
3. The restoration of individual integrity which is the basis of statesmanship in government, of confidence in business, and of safety in community life must be undertaken by our schools and must be an objective in all instruction.
4. The establishing of proper attitudes toward work, with a determination and an ability to be economically self-sufficient in terms of the excellence with which a task is performed rather than the nature of the task are current demands placed upon education.
5. Recognition of the fact that educational objectives are unified and not segregated. Physical, cultural, social, economic, and spiritual growth, through education, are unified objectives binding together teacher, parent, and citizen in responsibilities for the education of youth.

Through accomplishment of these recognized requirements a properly informed public will join in making democracy sure, government safe, and education fundamental.

Departmental Communications

Department of Education

V. KERSEY, Director

ANNUAL CONVENTION OF COUNTY, CITY AND DISTRICT SUPERINTENDENTS OF SCHOOLS AND ANNUAL CONFERENCE OF RURAL SUPERVISORS

The Annual Convention of County, City, and District Superintendents of Schools and the Annual Conference of Rural Supervisors has been called for Monday, Tuesday, and Wednesday, October 10, 11, and 12, 1932, at San Francisco with headquarters at the Fairmont Hotel.

The convention theme will be "Social Demands of Contemporary Life."

Major objectives of the convention will be:

1. Characteristics of a new educational program to accomplish the "social demands of contemporary life"
2. Presentation of a plan of educational organization, and a plan of public relations activities to accomplish the new educational program
3. Consideration of problems of legislation and finance
4. Discussion and deliberation concerning the problems of the profession involving cohesion and unity, ethics and standards, restoration of public confidence and support.

The following rates at the Fairmont Hotel, Convention Headquarters, are quoted:

<i>Rooms</i>		<i>Meals.—Venetian Dining Room</i>	
Single-----	\$2.50 and \$3.00	Breakfast-----	\$0.50
Double-----	4.00 and 4.50	Luncheon-----	.75
		Dinner-----	1.25

This year the expense of attendance at the convention will be materially reduced from the rates of previous years because of the attractive rates which are offered by the hotel and because of the reduced duration of the convention to three days. It is proper that we give consideration to measures of economy of this sort at this time.

Program

The tentative outline of the program is presented as follows:

Sunday Evening, Vesper Services, 7:00 to 9:00 p.m.

Time	Monday	Tuesday	Wednesday
9:00-11:45 a.m.	<ol style="list-style-type: none"> 1. County Superintendents Association 2. City Superintendents Section 3. District Superintendents Section 4. Rural Supervisors Section 5. Teacher Placement Section 	<ol style="list-style-type: none"> 1. City Superintendents Section 2. District Superintendents Section 3. County Superintendents and Rural Supervisors Section 	<ol style="list-style-type: none"> 1. County and City Superintendents Section 2. District Superintendents Section 3. Rural Supervisors Section
12:00 m.-1:30 p.m. Luncheon Meetings	<ol style="list-style-type: none"> 1. Teacher Training 2. Music Supervisors 3. Physical Education Supervisors 4. General Supervisors 	<ol style="list-style-type: none"> 1. Phi Delta Kappa 2. Pi Lambda Theta 	<ol style="list-style-type: none"> 1. Parent Teacher Associations and Superintendents
2:00-4:30 p.m.	<ol style="list-style-type: none"> 1. General Session 	<ol style="list-style-type: none"> 1. General Session of Association California Public School Superintendents 2. Rural Supervisors Section Meeting 	<ol style="list-style-type: none"> 1. Business meeting of Association of California Public School Superintendents 2. General Session
6:00-9:00 p.m.	<ol style="list-style-type: none"> 1. College Dinners <ol style="list-style-type: none"> a. University of California b. Stanford University c. University of Southern California 2. Reception 	<ol style="list-style-type: none"> 1. Rural Supervisors Dinner 2. City Superintendents Dinner 	
9:00 p.m.			

**LOS ANGELES OFFICE OF THE STATE DEPARTMENT
OF EDUCATION**

Attention is again directed to change of address of the Los Angeles Office of the State Department of Education to Room 311 of the new California State Building at First and Spring Streets. The many requests for service in the southern part of the state have led to an extension of the facilities of this office.

The office is well equipped to furnish information concerning the public school system of the state and the various activities of the State Department of Education. It is the purpose of this office at all times to assist and cooperate with local school officials in the solution of their problems. Assistance to lay groups interested in educational problems will be gladly given. Conference rooms for educational meetings are available upon request.

It is hoped that the services of the Los Angeles office will prove of benefit to educators and lay groups alike throughout southern California.

Division of Research and Statistics

WALTER E. MORGAN, Chief

FIRST APPORTIONMENT OF STATE SCHOOL FUNDS, SEPTEMBER 10, 1932

The first apportionment of state school funds, for the fiscal year ending June 30, 1933, will be made September 10, 1932. Copy for the apportionment has gone to press and the apportionment sheets will be in the mail on or before September 10.

Method of Apportionment Changed

In accordance with legislation enacted in 1931 the apportionment is now made directly to the individual elementary school districts of the several counties of the state rather than to the counties for reapportionment to the districts by the county superintendent of schools, as was the practice until the school year 1931-32. Thus, the apportionment indicates the amounts apportioned to each individual district within each county.

Apportionments on account of joint and joint union elementary school districts are tabulated under the county of control only. In the past, apportionments on account of these districts have been segregated in terms of the proportionate attendance within such districts from each of the counties in which the districts are joint. The changed method of apportionment is based on the requirement that the total apportionment be made to the district rather than to the county. This procedure will obviate the necessity of transfers between counties on account of such joint districts since the state controller will draw a single warrant in favor of each joint district, payable to the county of control only.

The apportionment of the state high school fund is made in the same manner as is that of the state (elementary) school fund. In the case of the joint union high school districts the full apportionment is made to the district and credited to the county of control only.

It should be noted that the amount apportioned to the districts of those counties in which there are joint districts is not the amount which should be employed as the basis for estimating the county elementary school funds, since the state apportionments received in such counties accrue partly on account of attendance of pupils residing in other counties. The estimates of apportionment certified by this office on July 12 should be employed as the basis of estimating the amounts required to be levied by county school taxes.

Elementary Schools

The total amount to be apportioned for elementary schools on September 10, will be \$16,774,498.78. Of this amount \$16,560,600 will be apportioned on teacher units, the total number of teacher units allowed being 23,658. The balance of the apportionment, \$213,898.78, is made on account of the excess cost of educating physically handicapped children.

The second apportionment of the state (elementary) school fund, to be made February 20, 1933, according to present estimates based upon revised reports from county superintendents of schools, will be a pro rata apportionment of \$5.93+ per unit of average daily attendance.

High Schools

The total amount to be apportioned for high schools on September 10, will be \$1,620,165.45. This includes an apportionment of \$550 on each of 1937 years maintained or a total of \$1,065,350 on this basis; \$2,200 to each of three new high school districts; \$517,260 as a bonus apportionment on account of the first 30 units of average daily attendance in special day and evening classes; and \$30,955.45 as a reimbursement for the excess cost of educating physically handicapped high school children.

The second apportionment of the state high school fund, to be made February 20, 1933, according to present estimates based upon revised reports by county superintendents of schools, will constitute a pro rata apportionment of \$23.92+ per unit of average daily attendance.

District Junior Colleges

The total amount available at this time for apportionment to district junior colleges is limited to the balance in the biennial appropriation from the state general fund to the state junior college fund. This balance is \$876,272.31. In addition to this amount the federal government has certified that it will apportion to the state, for the state junior college fund, \$525,849.02. This will provide a total state junior college fund of \$1,402,121.33. The full amount of this fund is included in the current apportionment. The 17 district junior colleges will each receive its \$2,000 institutional allotment, making a total of \$34,000 apportioned on this basis. In addition a pro rata apportionment of \$87.18+ will be made for each of the 15,693 units of average daily attendance in district junior colleges, giving an apportionment on this basis of \$1,368,121.33 and a total district junior college apportionment of \$1,402,121.33.

It should be noted that the total amount apportioned herewith to district junior colleges is \$201,178.67 short of the amount which should be apportioned to the district junior colleges in accordance with the School Code. This shortage is, of course, due to the inadequacy of present legislation which provides an arbitrary amount as an appropriation from the general fund to supplement federal receipts in the state junior college fund although the School Code requires an annual apportionment to the district junior colleges of \$100 per unit of average daily attendance, in addition to the \$2,000 junior college allotment. The shortage in the fund amounts to \$12.82 per unit of average daily attendance.

Total Apportionment

The total amount of the state apportionment of September 10 is recapitulated as follows:

For elementary schools.....	\$16,774,498.78
For high schools.....	1,620,165.45
For district junior colleges.....	1,402,121.33
Total	<hr/> \$19,796,785.56

Division of Textbooks and Publications

IVAN R. WATERMAN, Chief

NEW PUBLICATIONS

Attention is directed to the following new publications of the State Department of Education:

Department of Education Bulletins, 1932

No. 11, June 1. *Adequacy of Salaries Paid to Oakland School Teachers*

This bulletin presents quantity and cost estimates showing the standard of living that could be maintained on existing maximum salaries during the winter of 1931 by three typical groups of Oakland teachers: the married man teacher with a family of four, on a salary of \$2,820, the single woman teacher with one dependent at home on a salary of \$2,820, and the single woman teacher with one dependent at home on a salary of \$2,460. Three estimated budgets show the goods and services, the style of house and clothing, the amount of recreation, the provisions for old age and death of the breadwinner, which may be obtained from such incomes. Data for the study were obtained through cooperation with the teaching staff of the Oakland public schools. The material of the bulletin was prepared by the Research Department of the Oakland Public Schools and the Heller Committee for Research in Social Economics of the University of California.

No. 12, June 15. *Proceedings of the Annual Convention of Secondary School Principals of California*

The full text of the addresses delivered at the convention, together with the reports of the secretaries of the forum discussion group meetings, comprise the content of this bulletin.

No. 13, Part I, July 1. *Suggested Course of Study in Science for Elementary Schools*

Part II. *Suggested Course of Study in Reading and Literature for Elementary Schools*

Part III. *Suggested Course of Study in the Social Sciences for Elementary Schools*

These three courses of study were developed in connection with a cooperative curriculum plan undertaken by 17 northern California counties under the direction and guidance of Miss Helen Heffernan, Chief of the Division of Elementary Education and Rural Schools. Each course of study is the product of cooperative endeavor in which many teachers, principals, and supervisors engaged. Embodied in each course of study is the point of view that the elementary curriculum should be an integrated one, in which the major emphasis is placed on child growth and development rather than on subject matter mastery.

These courses of study are suited to both city and rural schools. In their preparation, however, special attention was directed to the problems of organization and curriculum peculiar to the small school in order that the fullest possible advantages, often lacking in the program of study in small schools, may be secured.

No. 14, July 15. *Vocational Rehabilitation for Disabled Persons in California*

This bulletin presents a rather complete description of the California plan of vocational rehabilitation for disabled persons. It is illustrated by pictures of disabled persons who have been trained for gainful employment through the service of the Bureau of Vocational Rehabilitation of the California State Department of Education. The material of this bulletin should be of interest not only to school administrators but also to employers.

No. 15, August 1. *Statistics of California City School Districts for the school year ending June 30, 1931*

This bulletin consists of tabulations of educational and financial statistics of the 45 California city school districts. The basic data have been derived from the annual reports of county superintendents of schools for the school year ending June 30, 1931. The bulletin is limited to kindergartens, elementary schools, junior high schools, and high schools; since junior college statistics are contained in a separate report. (See Department of Education Bulletin No. 1, January 1, 1932. *Statistics of California Junior Colleges for the school year ending June 30, 1931.*)

No. 16, August 15. *Information Concerning the California Nautical School*

This bulletin describes the organization, entrance requirements, and the program of training of the California Nautical School.

California Journal of Elementary Education, Volume I, No. 1, August, 1932

This is the first number of a new publication issued quarterly and designed primarily for those engaged in the administration and supervision of elementary schools in the state.

DISTRIBUTION OF STATE SERIES MUSIC TEXTBOOKS

Information concerning the use and grade placement of the state series music textbooks as appear on the annual requisition blanks for state textbooks and in circulars of information to county superintendents. A complete statement summarizing previous announcements is herewith presented.

The several state series music books to be adopted were distributed for use in the several grades as follows:

The Music Hour in the Kindergarten and First Grade ¹	First Grade
The Music Hour, First Book.....	Second Grade
The Music Hour, Second Book.....	Third Grade
The Music Hour, Third Book.....	Fourth Grade
Two-Part Music.....	Fifth Grade
Intermediate Music.....	Sixth Grade
Adventures in Music.....	For classes of mixed grades

The Music Hour, Elementary Teacher's Book—To accompany First and Second Books.

The Music Hour, Intermediate Teacher's Book—To accompany Third Book.

The Guide Book for "Adventures in Music"—To accompany Adventures in Music.

¹The Music Hour in the Kindergarten and First Grade is intended as a book for teachers only.

In accordance with a plan formulated by the county music supervisors in cooperation with Miss Helen Heffernan, Chief of the Division of Elementary Education and Rural Schools, books of the new music series are supplied to small schools as follows:

To One-Teacher Schools:

The Music Hour, Kindergarten and First Grade Book (for teachers)	1 copy
The Music Hour, Intermediate Teacher's Book	1 copy
Adventures in Music	1 copy for each pupil in grades 2 to 6
Guide Book for Adventures in Music (for teachers)	1 copy

To Two-Teacher Schools:

The Music Hour, Kindergarten and First Grade Book (for teachers in lower grades)	1 copy
Intermediate Teacher's Book (for teachers in upper grades)	1 copy
The Music Hour, First Book for 2d and 3d grades	1 copy for each pupil
Adventures in Music for grades 4 to 6	1 copy for each pupil
Elementary Teacher's Book (Manual for Music Hour, first and second books)	1 copy for each teacher
Guide Book for Adventures in Music	1 copy for each teacher

To Three-Teacher Schools:

The Music Hour, Kindergarten and First Grade Book (for teachers in lower grades)	1 copy
Intermediate Teacher's Book (for teachers in upper grades)	1 copy
The Music Hour, First Book for 2d grade	1 copy for each pupil
The Music Hour, Second Book for 3d and 4th grades	1 copy for each pupil
Adventures in Music for 5th and 6th grades	1 copy for each pupil
Elementary Teacher's Book (for Music Hour, 1st and 2d books)	1 copy for each teacher
Guide Book for Adventures in Music	1 copy for each teacher

Variation from the above plan to meet specific conditions in the counties may be made by counties with the approval of the State Department of Education. In departing from the above plan the general policy of restricting the total number of books supplied to one book per pupil will be followed.

Music Texts for Seventh and Eighth Grades

At the present time no texts in music have been adopted for use in the seventh and eighth grades, the present adoption covering only the work of grades one to six, inclusive.

The State Department of Education will recommend to the State Board of Education at its next meeting that the State Curriculum Commission undertake a study of music materials for the seventh and eighth grades upon which a recommendation for adoption to the board shall be made.

Division of Teacher Training and Certification

EVELYN CLEMENT, Chief

DATE OF STATE CREDENTIALS

The Commission of Credentials at a recent meeting announced that after October 1, 1932, all new credentials issued will bear the date upon which the application is received in the Sacramento office of the Department of Education. This procedure will avoid any abuse of the privilege which in the past has been accorded to an applicant by permitting the date upon which he signed the certification clause on the application to be used as the date of issuance of the credential.

This regulation will not apply to an emergency credential, which will be issued to cover the period during which the applicant will be engaged in teaching service. However, no emergency credential may be given a date of issuance earlier than the date of the receipt of the application in the Sacramento office of the Department of Education.

It is important that this notice come to the attention of school administrators and teachers in order that credentials not be allowed to lapse.

LIFE DIPLOMAS

After October 1, 1932, applications for life diplomas received in the Department of Education must be accompanied by letters of recommendation from employing school officials showing the character and success of the teaching and the length of the teaching experience in the various schools.

In the past, county boards of education have assumed the responsibility for investigating the success of the teaching experience. In the future, however, all requisite experience will be investigated by the Department of Education in order to determine the eligibility of the applicant for a life diploma.

Commission for Vocational Education

J. C. BESWICK, Assistant Executive Officer

NAVAL EQUIPMENT FOR CALIFORNIA SCHOOLS

Those high school districts which contemplate requisitioning the United States Navy for surveyed machinery and materials kindly make the request to the Commission for Vocational Education, California State Department of Education, in accordance with the following letter:

June 7, 1932.

Honorable Vierling Kersey,
State Superintendent of Public Instruction,
Sacramento, California.

DEAR SIR:

Receipt is acknowledged of your letter dated June 2, and the Commandant notes with interest the statements and suggestions made therein.

Since the rigid economy program now in force throughout the Government services has depleted the clerical staff at this Navy Yard, no additional work in connection with issues of obsolete material to schools can be undertaken. It is therefore recommended that, instead of the method as suggested by the last paragraph in your letter, you direct the schools to submit their requests for material through your department, so that the approval of the Superintendent of Public Instruction may be given prior to the receipt of the request at this Yard.

It is believed the above suggested procedure will enable your office to control these issues and will not entail any additional work here.

Very truly yours,

J. M. REEVES,
*Rear Admiral, U. S. N.,
Commandant.*

The State Department of Education then will approve the request for equipment, making the recommendation to the United States Navy for the transfer of the same.

A number of schools in the state have obtained fine equipment for use in carrying on their shop programs.

Division of Adult and Continuation Education

L. B. TRAVERS, Chief

THE EVENING HIGH SCHOOL

The 1931 session of the California Legislature provided certain additional apportionment for the operation of an evening high school. Regulations governing the establishment and maintenance of such an institution have been approved as follows:

1. The evening high school shall be established as a separate administrative unit by resolution of the local board of trustees.
2. The local board of trustees shall appoint a principal holding an administrative credential, secondary grade, who is not the principal of a day high school. The minimum time assignment for this principal shall equal twice the amount of time the evening high school is in session.
3. To be eligible for apportionment on account of grades maintained, this separate evening high school shall:
 - a. Be operated for a minimum of eight school months during the year;
 - b. Be operated for a minimum of four evenings a week during the months the evening high school is in session;
 - c. Set up graded curricula based upon the educational needs of adults and grant credit toward high school graduation in accordance with State Board of Education standards;
 - d. Issue a diploma of graduation to those students who have completed state requirements for graduation;
 - e. Submit for approval to the State Department of Education an outline of courses offered.

According to the 1931 School Code, if any high school district requesting state apportionment for the maintenance of such an institution neglects or refuses to establish a course of study, it shall be the duty of the Superintendent of Public Instruction to withhold from such high school districts all apportionment from the state school fund until such high school district shall fully comply with these provisions.

In order to aid local school districts in meeting these requirements, a series of regional conferences throughout California has been planned. To these conferences will be invited all those responsible for the local administration of adult education programs.

Any school district expecting to receive the special bonus for years of evening high school maintained should be represented at one of these conferences. The following problems will be discussed:

1. The determination of the educational needs of adults
2. The preparation of curricula to meet these needs
3. Regulations governing the establishment and maintenance of an evening high school
4. Administration and supervision of an educational program for adults
5. Problems of financing adult education
6. Minimum records and reports
7. Educational guidance and counseling in adult education
8. Qualifications of teachers; state certification

Formal notices will be mailed to the administrators of all school districts carrying on an educational program for adults. Meetings have been tentatively scheduled as follows:

Northern California: Oakland, August 29 to September 1, 1932

Central California: Fresno, September 12, to 15, 1932

Southern California: Los Angeles, September 19 to 22, 1932

COORDINATION RECORDS IN CONTINUATION SCHOOLS AND CLASSES

The California State Board for Vocational Education has set aside from state and federal vocational education funds a substantial amount for reimbursing local school districts for the cost of approved coordination in compulsory continuation schools and classes. School districts requesting financial aid from this fund are requested to make application upon blanks provided for that purpose within a reasonable period after the opening of school and submit a final report as required by law at the close of the school year. In addition, it is necessary for each district expecting special aid from the state to maintain adequate records of all activities of those assigned coordination responsibilities with continuation school students. This record should be available for inspection by authorized agents of the State Department of Education and contain detailed information of all activities of the coordinator including visits to home and place of employment.

Division of Elementary Education and Rural Schools

HELEN HEFFERNAN, Chief

PROFESSIONAL INTERESTS OF ELEMENTARY SCHOOL PRINCIPALS

A questionnaire was sent to elementary school principals in selected sections of California in order to secure their opinions concerning the most important problems confronting them.

In conference with the Research Committee of the California Elementary School Principals' Association, 27 significant problems in elementary education were selected. The principals were asked to number five items in the order of interest to them. The distribution of responses is indicated in the following tabulation.

Analysis of the data reveals the following problems receiving the first choices of principals:

	<i>Number of first choices</i>
1. The supervisory program of the teaching principal.....	55
2. Study of problems in a "no failure" program.....	26
3. Classification and promotion of pupils.....	22
4. The guidance program.....	16
5. { Problems of physical welfare of children.....	11
{ A constructive publicity program.....	11

However, the principals were asked to specify five problems of greatest interest. Listing them according to the frequency of mention, we find:

	<i>Number of times indicated</i>
1. Study of problems in a "no failure" program.....	118
2. The supervisory program of the teaching principal.....	97
3. Classification and promotion of pupils.....	92
4. Effective plans for pupil government.....	79
5. The auditorium period.....	67

Of the topics listed, the principals indicated least interest according to the number of items mentioned in:

	<i>Number of times indicated</i>
1. Elementary school buildings.....	11
2. Agencies available for child welfare.....	14
3. Personnel management.....	15
4. { Problems of finance.....	18
{ Parent-Teacher Association.....	18
5. Articulation of elementary and other school units.....	26

It is purposed that these tabulations serve as a basis for guidance in undertaking studies in the field which will be of service to those engaged in elementary education.

Interpretations of School Law

ALFRED E. LENTZ, Administrative Adviser

Supreme Court Decisions

County Junior College Tuition Tax

The funds raised through the levy and collection of a county junior college tuition tax under School Code sections 4.270-4.278, for the payment of tuition charges to the junior college districts entitled thereto is in payment of the tuition charges for the preceding school year and not for the current school year.

It is the duty of the board of supervisors of a county to levy the tax provided for in School Code sections 4.270-4.278 and the board of supervisors has no discretion to revise or in any manner modify the amount as fixed by the legally constituted authorities and can not make any deduction therefrom on the ground that prior to the levy of the tax, territory otherwise liable to the tax was organized into a junior college district.

Property within a high school district not situated in a junior college district is subject to the tax provided for in School Code sections 4.270-4.278, notwithstanding the fact that after the close of the school year for which the tax was to be levied but prior to the time of levying the tax the territory within the high school district became a junior college district.

When the board of supervisors of a county refuses to levy the required tax, the power of the board to levy the tax continues until the obligation has been fully satisfied and it is the duty of the board to levy the required tax at the time the next levy of county taxes is made.

When the board of supervisors of a county has refused to levy the tax required by School Code sections 4.270-4.278 on property within territory organized into a junior college district after the close of the school year for which the tax was levied but prior to the time of levying the tax, the board of supervisors may be compelled to levy a tax on such territory sufficient to make up the amounts owing to junior college districts where it appears that the levy of such tax will not impose upon the property owners within such territory a burden greater than that borne by property owners of the other territory in the county who have paid the tax.

(Pasadena Junior College District et al. vs. Board of Supervisors of the County of Los Angeles, State of California et al., 84 C. D. 75.)

Attorney General's Opinions

Donations of Salary by County Officers

Such portions of the salaries of county officers as may be donated by them to the unappropriated general reserve of the county do not revert to the school fund of the county under Political Code section 4052a. (A. G. O. 8173, July 30, 1932.)

Elementary School District Taxes for Benefit of High School Districts

A tax levied upon an elementary school district under the provisions of School Code section 2.505 for the benefit of a high school district is in addition to any tuition paid by the elementary district under School Code section 3.260 *et seq.* for the education of seventh and eighth grade pupils in the junior high schools of the same high school district and the amounts paid as such tuition can not be considered as reducing the amounts which must be raised by the elementary school district under School Code section 2.505. (A. G. O. 8178, August 4, 1932.)

General Prevailing Wage Law

While a school district comes within the provisions of section 1 of Deering Act 6429 requiring the payment of the general prevailing rate of wages to laborers, workmen, and mechanics employed by it on behalf of the state, or any political subdivision of the state engaged in the construction of public works and providing for the determination and the advertisement thereof in calls for bids for the construction of such public works, the law does not apply to a contract let by a school district for the construction of a body for a school bus. (A. G. O. 8111, August 4, 1932.)

High School Cadets

Members of the High School Cadets of California while engaged in the performance of a duty authorized by the Adjutant General of the state do not come within the provisions of the Workmen's Compensation Law, but members may, if funds are available therefor, be provided by the Adjutant General with adequate medical and surgical aid in emergency cases, but not in cases of ordinary illness, arising during encampments and rifle matches conducted under the supervision of the Adjutant General. (A. G. O. 8153, July 12, 1932.)

Payment of Fire Insurance Premiums

Premiums on fire insurance carried on buildings of an elementary school district during construction and after completion may be paid out of the receipts of the elementary school district levied, under

School Code section 4.375 (1), for building purposes. (A. G. O. 8151, July 8, 1932.)

Right to State Teachers Retirement Salary

A person employed as the principal of a public school who receives part of his salary from the school district and part from the University of California must elect, at the time he becomes eligible for retirement under the State Teachers Retirement Salary Law and the University of California Retirement system, which retirement salary he will draw since under School Code section 5.922 he can not draw more than one retirement salary directly or indirectly from the state.

A person who has become eligible to retire under the State Teachers Retirement Salary Law and then enters the service of the University of California could draw a retirement salary from the State Teachers Retirement Law but upon becoming eligible to retire under the University Retirement system, must elect which of the two retirement salaries he wishes to draw. (A. G. O. 8141, July 11, 1932.)

Stores on State Teachers College Property

It is not contemplated by the laws of this state that the property of state teachers colleges may be used by the students thereof for the purpose of conducting a business whether for profit or otherwise. (A. G. O. 8181, August 5, 1932.)

Use of Elementary District Funds

When there are not sufficient funds in the bond and interest fund of a school district to pay claims against the fund, the district may, under School Code section 4.701, transfer to the bond and interest fund such funds as may be needed and which are not required by law to be used for other purposes. (A. G. O. 8132, August 1, 1932.)

It is very doubtful whether an unexpended balance remaining at the end of any school year from the receipts of an elementary school district building tax levied under School Code section 4.375 (1) may be used for anything other than building purposes. (A. G. O. 8132, August 1, 1932.)

Dismissal of Probationary Teachers

A discussion by the governing board of a school district relative to the reelection of a probationary teacher at a meeting held May 7, 1932, during which a trustee said, "I guess we can leave things as they are," but which was not followed by any formal action on the part of the board, although one trustee, without authority, notified the teacher she had been reelected, did not prevent the board from giving the teacher a notice of dismissal on May 14, 1932. (A. G. O. 8137, June 30, 1932.)

Departmental Opinions

Vending Machines in Schools

It is in violation of section 31 of Article IV of the Constitution of California for the governing board of any school district to sell or permit any party to sell merchandise in or on school premises to pupils of the public schools through vending machines or other means if a profit is realized on the merchandise sold.

School Buses

The Regulations of the State Board of Education Governing Pupil Transportation¹ which became effective January 9, 1932, are effective as to all contracts for the transportation of pupils theretofore or thereafter entered into between the governing board of a school district and private parties.

Legal Notices

Payment of Federal Taxes

The Collector of Internal Revenue, First District of California, United States Treasury Department, has made the following rulings relative to the payment by school districts of taxes imposed by the Federal Revenue Act of 1932.

A school district is exempt from the payment of the tax imposed on telephone, telegraph, cable, and radio dispatches, messages, and conversations if such dispatches, messages and conversations relate to the business of the school district and are a charge against the district and payable from the fund thereof.

A school district is exempt from the payment of the tax imposed upon checks, drafts, or orders if such checks, drafts, or orders are drawn by officers of the district in their official capacity against funds of the district in furtherance of duties imposed upon them by law.

The taxes imposed upon lubricating oils, tires, inner tubes, automobile trucks, passenger and other automobiles, parts and accessories, radio receiving sets, mechanical refrigerators, sporting goods, electrical energy, gasoline, and other items, do not attach if sales made directly by the manufacturer to a school district but such taxes do attach if sales are made through a dealer or distributor even though the manufacturer has knowledge that the articles are destined for ultimate use by or resale to a school district.

¹ As set forth in *Department of Education Bulletin No. 2*, January 15, 1932.

School Bus Regulations

All requests for the exemption of any school bus from the provisions of section 11 of the Regulations of the State Board of Education Governing Pupil Transportation ¹ must state the license number of the bus for which exemption is desired. This is necessary for the proper identification of the bus.

¹As set forth in *Department of Education Bulletin* No. 2, January 15, 1932.

Announcements

STATE BOARD OF EDUCATION MEETING

The next regular meeting of the State Board of Education will be held in San Francisco on October 7 and 8.

EDUCATIONAL EXHIBIT AT THE CALIFORNIA STATE FAIR

Enthusiastic response from the schools of the state to the invitation to exhibit at the 1932 State Fair indicates that the educational exhibit will be one of the finest displays of the work of the public schools ever presented at the California State Fair. The Department of Education has been cooperating with the State Fair officials and the public schools in an endeavor to make this exhibit one of the outstanding features of the Fair.

All over the state boys and girls have been competing for the privilege of having their work exhibited. In many localities the exhibit for the State Fair is used to motivate instruction in the school. Children are told of the Fair and of the possibility of exhibiting school work. Their best papers and projects are selected and arranged for local exhibit at the end of the school year. This competition stimulates their creative faculties and often develops unsuspected aptitudes.

The Department of Education will feature, as part of its exhibit, motion and talking pictures. Motion pictures showing the actual instructional process as it is carried on in the classroom will form a part of the exhibit. The latest development in the use of talking pictures for instructional purposes will be demonstrated. Elementary education will be featured, as well as the teaching of many vocations. Pictures demonstrating how the public schools are meeting present day demands for practical training will be of interest to many.

The exhibit also will display the work of the Division of Schoolhouse Planning by exhibiting photographs and drawings of model schools developed to meet community needs.

The exhibit of the department will include a showing of the work of the California School for the Blind, the California School for the Deaf, and the California Polytechnic School. Students and teachers from these schools will be present to demonstrate the methods of conducting instruction in these special schools. Prospective patrons will be given full information regarding organization and objectives of these schools. Projects made by the students of these institutions will form an interesting part of the exhibit.

Attendance at the educational exhibit in previous years has amply demonstrated the interest of State Fair patrons in the public school; this year they will be afforded an even better opportunity to learn of developments which mean so much to their children and to the state.

CALIFORNIA NAUTICAL SCHOOL

Examinations for admission to the California Nautical School at Tiburon, Marin County, will be held in Sacramento, San Francisco, and Los Angeles on Friday, September 16, 1932. Boys between the ages of 17 and 21, who are residents of the State of California, physically sound, and desire to make the sea a means of livelihood, are eligible for admission. The examinations are competitive, and consequently credentials from other schools can not be accepted in lieu of written examinations. The examination subjects are arithmetic, elementary algebra, applied geometry, United States history, English, and general information. Approximately 30 vacancies will be filled as a result of these examinations. Further information concerning this matter may be obtained by addressing the "California Nautical School, Tiburon, Marin County, California."

For Your Information

THE NATIONAL STUDENT FORUM ON THE PARIS PACT

The Superintendent of Public Instruction is in receipt of a letter from the Director of the National Student Forum on the Paris Pact urging that high school principals stimulate the study of international relations.

At a time when all the nations are engaged in a concerted effort to insure peace in the world, it is well that the schools direct attention to a similar effort.

The National Student Forum on the Paris Pact has only the one objective, the peaceful settlement of international disputes. The study of international relations in history and other social sciences, the annual essay contest on some aspect of the Paris Peace Pact (*California Schools*, March, 1932) are efforts directed to this one object. The forum will welcome the opportunity to assist high schools with suggestions and literature prepared for their use. It aspires to assist in placing the citizenship training in the schools on the level represented by the Pact of Paris. Address the National Student Forum on the Paris Pact, 532 Seventeenth street, N. W., Washington, D. C.

SYLLABUS IN INTERNATIONAL RELATIONS

A syllabus for the teaching of international relations in the junior year of high school is now available for the teachers of the state upon application to the World League of International Education Associations, 521 Phelan Building, San Francisco.

This syllabus was prepared by a committee of teachers in the social studies department of the Sacramento High School.

The syllabus is adapted for use in the course in United States history and is planned for the final six weeks of the course, beginning with the Spanish-American War. It is based upon a modified Morrison plan, with objectives and detailed explanation of objectives, exploratory questions, comprehensive presentation, study questions, and discussion topics, and a voluminous bibliography which is applicable both to extensive and to limited library facilities. The syllabus is sufficiently flexible to be used in connection with the required course in United States history or to serve with adequate supplementary materials as a semester course in international relations.

ELEMENTARY BUSINESS TRAINING

Dr. Benjamin R. Haynes of the University of Southern California has made a careful study of the teaching of elementary business training in the public high schools of the United States, the results of which have been incorporated in an article in the June number of *The Journal of Business Education*. Excerpts from this study may be obtained by sending a stamped addressed envelope to Dr. Haynes, at the University of Southern California, Los Angeles.

GEORGE WASHINGTON BICENTENNIAL CELEBRATIONS

The United States George Washington Bicentennial Commission has material for programs and papers which portrays the personality, character, and achievements of George Washington. This material is suitable for programs for educational, patriotic, religious, civic, fraternal, and dramatic organizations. This material may be had by addressing the United States George Washington Bicentennial Commission, Washington, D. C.

RADIO EDUCATION

The National Committee on Education by Radio

The National Committee on Education by Radio has published a pamphlet giving its history, by-laws, activities, and achievements. Those who desire to become acquainted with the work of this committee should have this pamphlet. Copies may be secured by addressing Tracy F. Tyler, Secretary, 1201 Sixteenth street, N. W., Washington, D. C.

Civic Education by Radio

The National Advisory Council's Committee on Civic Education by Radio announces the continuation of the series of broadcasts entitled "You and Your Government," beginning Tuesday, September 6, at 5 p.m. Pacific standard time, over the National Broadcasting Company nation-wide network. These broadcasts will present impartial non-partisan impressions and discussions of government affairs.

The programs have been arranged to be of use to civics classes in the high school. With the help of leading educators the committee is framing a series of tests for the purpose of measuring results of student listening. The University of Chicago Press publishes a *Listener's Handbook* containing outlines of each subject discussed, bibliographies, and other study helps and suggestions for teachers. These may be obtained free on application to the University of Chicago Press. The Press also publishes reprints of the addresses delivered from week to

week. The American Library Association has cooperated in the preparation of additional bibliographies and local librarians are ready to assist students in securing supplementary reading.

As these programs come after school hours it is suggested that civics teachers use them as assignments. Oral and written reports on the broadcasts may be made.

Announcements should be made to the adults of each community, calling attention to these broadcasts on civic problems.

The following are the broadcasts for September and October:

September 6, **ISSUES BETWEEN THE PARTIES**—Professor Lindsay Rogers, Columbia University (Democrat); Hon. F. M. Davenport, Congressman, Thirty-third New York District (Republican); Algernon Lee, President, Rand School (Socialist).

September 13, **ISSUES ABOVE THE PARTIES**—Professor A. R. Hatton, Northwestern University.

September 20, **CONSTRUCTIVE ECONOMY IN THE NATIONAL GOVERNMENT**—A round table discussion, led by Louis Brownlow, Public Administration Clearing House; Hon. Carl R. Chindblom, Congressman, Tenth Illinois District; Katherine A. Frederic, National League of Women Voters; William Hard, Publicist; Henry P. Seidemann, Brookings Institute.

September 27, **CONSTRUCTIVE ECONOMY IN STATE AND LOCAL GOVERNMENT**—A round table discussion, led by Professor Thomas H. Reed, University of Michigan; Professor H. W. Dodds, Princeton University; Dr. Luther Gulick, Institute of Public Administration; Professor Joseph McGoldrick, Columbia University; Dorothy Straus, Women's City Club of New York.

October 4, **WHAT CAN GOVERNMENT DO TO PREVENT AND RELIEVE UNEMPLOYMENT?**—Senator Robert F. Wagner, New York; Dr. Charles A. Beard, Historian.

October 11, **HOW CAN GOVERNMENT AID FINANCE AND BANKING?**—President John T. Madden, Alexander Hamilton Institute; Professor Walter F. Dodd, Yale University.

October 18, **HOW CAN GOVERNMENT PROVIDE GREATER SECURITY IN OUR ECONOMIC SYSTEM?**—Paul Mazur, Partner, Lehman Brothers, New York; Professor A. W. MacMahon, Columbia University.

October 25, **MECHANICS AND MANEUVERS OF CAMPAIGNS**—Professor A. N. Holcombe, Harvard University.

Professional Literature

REVIEWS

FRANK PIERREPONT GRAVES. *The Administration of American Education (with especial reference to personnel factors)*. New York: The Macmillan Company, 1932. xviii + 631 pp.

This new book by Dr. Graves, Commissioner of Education of the State of New York, is a worthy contribution to the literature of educational administration. As indicated by the subtitle, the volume is concerned principally with the personnel of school administration. The author announces in the preface his intention to devote a second volume "to *matériel* in distinction to *personnel* and discuss especially buildings and grounds, furnishing and equipment, records and reports, taxation and financial support, expenditures and business procedures, and other questions relating to the material instruments employed in administration."

Dr. Graves has organized his material in a unique and effective manner. Instead of beginning at the top with organization and control and working down to specific administrative problems in the school, he has used what he terms a psychological rather than logical approach and started with the pupils in a typical classroom, proceeded to a discussion of the teaching, supervisory, and administrative personnel, and thence to organization and control.

Following an introductory chapter devoted to a brief treatment of the evolution of educational administration in the United States, the book is divided into four main parts: Part I, The Pupils and the Classroom; Part II, The Teachers and Personnel Problems; Part III, Administrative and Supervisory Officers; and Part IV, Divisions of Administrative Organization. A concluding chapter is devoted to a treatment of "The Function of American Education." The four parts contain 26 chapters, each dealing with a specific phase of educational administration.

Chapter I, on classroom methods, traces the evolution in teaching methods and briefly describes the nature and underlying purposes of several of the more modern methods. Thus the child in the classroom is made the center of the whole field of educational administration. This point of view is emphasized throughout the book. The reader is made distinctly aware that the basic purpose of every function of administration is to provide the best possible organization and environment for the learning process and child development. The other chapters included in Part I are: Course of Study, Selection of Textbooks, Organization of School Units, Classification and Adjustment, Health Education, Census and Attendance.

Part II devotes a separate chapter to each of the following problems of teacher personnel: Personnel Problems, Preparation and Certification, Selection and Placement, Turnover and Tenure, Salaries and Salary Schedules, Supervision and Improvement of Teaching, Health Service and Sick Leave, Retiring Allowances, Voluntary Associations, Professional Ethics.

Part III on administrative and supervisory officers treats the evolution of modern administrative practice, describes the functions required to be performed by the principal, the supervisor, the business manager, the superintendent and the board of education in school administration. Here emphasis is laid upon the proper relationship and division of functions which should exist between the board of education and the superintendent, the superintendent and his staff, supervisor and principal, and principal and teacher. Part III is an excellent presentation in concise form of the best administrative theory and furnishes illustrations both of weaknesses in present practice and of school systems employing the most acceptable procedures.

Part IV deals primarily with organization of administration rather than with personnel. The principles of state, district, and intermediate unit control together with a description of the functions each should perform in a well organized system

of public education are well set forth. The last chapter of Part IV deals with the nation and education. Here the author presents a brief summary of the part of federal government in education in the past, and discusses progressive future policy. He presents a strong case favoring much greater financial support for education by the federal government with the control of state educational policy and school administration in the hands of the state. He favors the establishment of a federal department of education with coordination of all national functions relating to education centered in a secretary in the president's cabinet.

The concluding chapter, "The Function of American Education," is an excellent exposition of our American philosophy of free public education. Dr. Graves exhibits a keen insight into the characteristics of American democracy and a clear vision of the purpose and function of education in modern civilization. The reviewer would advise the reader to begin with this chapter, since a previous understanding of the point of view here set forth furnishes additional significance to the remainder of the book.

The method of organization followed by this book hardly allows the several chapters in any one part to deal exclusively with the subject of that part. For example, the chapters in Part II on teaching personnel necessarily involve the pupils and administrative officers. This overlapping has proved a virtue rather than a fault, however, since it allows a repeated emphasis on the basic point of view and on relationships between personnel and functions.

In this book Dr. Graves has been able to draw upon a long rich personal experience, both as a professor of educational administration and as the head of a state school system. Each chapter is a well rounded, rather complete discussion of a specific problem, although lack of space prevents an exhaustive treatment of any one problem. A well selected annotated bibliography is found at the end of each chapter. The book is easily read and should be of particular value to the beginning student of educational administration as well as to the experienced administrator.

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IVAN R. WATERMAN

Chief, Division of Textbooks and Publications

SALLIE B. TANNAHILL. *Fine Arts for Public School Administrators*. New York: Bureau of Publications, Teachers College, Columbia University, 1932. xv + 145 pp.

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Ancient peoples would have felt that we of today have opportunities greater than their wildest dreams if we were but cognizant of the wonders of our world. The teaching of the fine arts should lead children to a consciousness of these beauties of their environment, and they will "find release in their expression of art." The

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book calls attention to the evidence of the effective application of this art principle as it is being carried out in the creations of Mexican children.

The subject of the establishment of small museums and their function in art education is well handled, as is the section relating to the use which should be made of the art resources in the community. The first chapter of the book, which gives general consideration to the teaching of the fine arts, closes with the very pertinent consideration of "What the Art Supervisor and the Art Department May Expect of the Administrator."

The three remaining chapters of the book deal with the fine arts in the elementary, junior high, and senior high schools, respectively.

"The happy harmony that exists between the major objectives of education and the specific objectives of the fine arts" has given them a significant place in the modern progressive elementary school. Miss Tannahill brings out the possibilities of vitalizing and enriching the social studies through the appreciation and application of art, and points out the color and interest that they lend to literature, to science, and to dramatic expression.

To achieve an acceptable type of art education, it is necessary to have teachers who understand what art really is. They themselves do not need to be artists, but they should have a fundamental knowledge of art principles just as surely as they have understanding of educational psychology or of health education. They should have some actual experience in the joy of creating, in order to appreciate fully the efforts of school children.

In the chapter dealing with fine arts in the junior high school, an excellent presentation of the "Possible Fields for the Expansion of Art Interests" is given, and on the senior high school level, "Art as a Profession" is handled in a practical fashion.

The illustrations are reproductions of the actual work of children in different grades from various sections of the United States where noteworthy art work is being carried on. They add much to the interest and attractiveness of the book.

An excellent bibliography completes the treatise. The volume should be most useful and enlightening, not only to school administrators but to others interested in art education.

GLADYS L. POTTER

Assistant Chief, Division of Elementary Education and Rural Schools

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- ALLEN, CHARLES RICKETSON, and TIEMANN, HARRY A. *Managing Minds; a Practical Psychology for Vocational Teachers*. New York: The Century Co., 1932.
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